

Shelby County Youth Assessment and Resource Center

PROPOSED FRAMEWORK



Shelby County Juvenile Assessment Center Working Group

OCTOBER 2017

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■ Acknowledgments

In January 2017, a committee made up of representatives from multiple government and community agencies began the work to develop a proposed framework for the implementation of a juvenile assessment center model in Shelby County. The proposed initial framework for the assessment center involved monthly meetings, extensive best practices research, including site visits to model programs in other jurisdictions ; and engagement of juvenile justice stakeholders and youth. We are grateful of the work and dedication of the agencies and individuals listed below.

Juvenile Assessment Center Working Group

Shelby County Mayor's Office	Shelby County Public Defender Office
Memphis and Shelby County Juvenile Court	Shelby County District Attorney General Office
Shelby County Division of Community Services	University of Memphis, Public Safety Institute
Memphis Police Department	Memphis & Shelby County Crime Commission
Shelby County Sherriff's Office	Youth Villages
Shelby County Schools	Ethel Kilgore-Ball and Donovan Ball
University of Tennessee Health Sciences Center	BRIDGES
University of Memphis, Department of Public Health	Shelby County Health Department
University of Memphis, Department of Criminology and Criminal Justice	

Contents

	Page
Acknowledgments	ii
Overview of the Youth Assessment and ResourceCenter	1
Why Is the Assessment Center Important?	1
Benefits of the Assessment Center	2
For Youth and Families.....	2
For Law Enforcement.....	2
For the Community	2
How Will Success Be Measured?.....	3
Models of Juvenile Assessment Centers Around the United States.....	3
Goals of the Shelby County Youth Assessment and Resource Center.....	6
Who Will Be Served By the Assessment Center?.....	7
Primary Operating Partners of the Assessment Center.....	10
Staffing, Facilities and Hours of Operation	10
Key Features of the Assessment Center	12
Funding.....	13
Important Potential Considerations for YARC	14
Next Steps in Planning and Implementation	15
Frequently Asked Questions and Explanation of Terms.....	15
Appendix A. List of Eligible Offenses for Assessment Center and List of Offenses Not Eligible for Assessment Center	A-1
Appendix B. Model Juvenile Assessment Centers	B-1

Exhibits

	Page
Exhibit 1. Referral Sources to YARC.....	7
Exhibit 2. Law Enforcement Referral Process.....	8
Exhibit 3. Assessment Center Process	9
Exhibit 4. Community Assessment Program	9
Exhibit 5. Key Staff Positions	11

■ Overview of the Youth Assessment and Resource Center

The Shelby County Youth Assessment and Resource Center (YARC) seeks to reduce juvenile crime through the provision of appropriate services to justice involved youth (and those at risk of justice involvement) and their families. Through comprehensive assessment and evaluation for youth and families, including for behavioral health and trauma, the YARC will identify and provide services designed to help resolve underlying issues that may lead to delinquency.

The Shelby County YARC was conceptualized upon the recognition of the time constraints and difficulties faced by law enforcement when addressing behaviors of delinquent youth or those at risk of becoming delinquent (i.e., needing the intervention of Department of Children's Services and other community partners). YARC will serve as a resource for law enforcement to ensure public safety while balancing the needs of youth to receive services that may help prevent initial or further contact with the juvenile justice system. The assessment center will also be designed to facilitate better relationships among law enforcement, youth-serving agencies, and the entire community.

As outlined in The Operation: Safe Community 3 Crime Plan 2017–2021 the Shelby County Youth Assessment and Resource Center has collective goals of reducing community wide juvenile delinquency and repeat juvenile delinquency while addressing the needs of each youth and family with appropriate individualized services.¹

■ Why Is the Assessment Center Important?

YARC is designed to effectively serve at-risk or delinquent youth in the community; the need for the YARC is clearly supported by statistical data. According to The Operation: Safe Community 3 Crime Plan 2017–2021²:

Approximately 7,000 youth engaged with the juvenile justice system in Shelby County in both 2014 and 2015. While most youth are neither violent nor likely to return to the system, evidence suggests that contact with the court system can enhance the likelihood of escalating behaviors. Shelby County has substantially reduced the numbers of youth transported to and/or detained at juvenile court through the summons program. The number of youth served by this program was 4,829 in 2015 and 3,906 in 2016. Although beneficial in reducing the number of youth entering detention and/or the juvenile justice system, this 'catch' and release" system is frustrating to law enforcement and the general public because the youth are still eventually processed as juvenile offenders, and law enforcement is still spending inordinate hours processing these youth, even for status offenses such as curfew violations. This is not the best use of limited resources nor are the outcomes necessarily the most beneficial for the youth, their families or the community at large.

¹ The Memphis Shelby Crime Commission. (2017). *The Operation: Safe Community 3 Crime Plan 2017–2021*. Retrieved from <https://operationsafecommunity.org/osc-3-crime-plan-2017-2021>

² See footnote 1.

Additionally, the \$150 per day cost to detain each youth is significant given the current rates of detention (938 in 2015 and 871 in 2016). Although current diversion strategies, like the summons program, have decreased the number of youth in detention and those entering the juvenile justice system (1,166 youth diverted from detention in 2015 and 1,085 in 2016), without additional services to address the needs of the youth, many end up back in the system. Finally, the costs of law enforcement interaction with these youth cannot be ignored. In 2016 alone, there were 4,684 offenses charged to youth that would be eligible for admission to the YARC. Given the demonstrated success of other assessment centers across the United States, we can estimate that serving youth through the YARC, which incorporates the protection of public safety while also providing services to address at risk or delinquent behavior, would mean fewer youth would be detained, less law enforcement time would be needed, and the community would be safer.

■ Benefits of the Assessment Center

Shelby County Juvenile Assessment Center Working Group anticipates that the YARC will benefit youth and families, law enforcement, and the overall community.

For Youth and Families

- Offers opportunity to receive services that address underlying causes of delinquency
- Provides timely and comprehensive assessments that link youth and families to most appropriate community services
- Provides a nonthreatening, inclusive atmosphere for those parents and/or non-system youth simply looking for information
- Seeks to divert youth from formal juvenile justice system involvement

For Law Enforcement

- Serves as a centralized processing, referral, and evaluation center for eligible youth who come into contact with law enforcement in Shelby County
- Offers an alternative to issuing a summons for youth who have not engaged in delinquent activity but are in need of services
- Increases efficiencies for officers; custody exchange for law enforcement and other assessment center models ranges from 6 to 12 minutes
- Reduces recidivism of youth offenders

For the Community

- Serves as single entry point for youth, with reduced service duplication.
- Provides preventive assessment and services, as well as pooling of resources to save taxpayer dollars
- Offers trauma-informed, evidence-based programming resulting in better outcomes for youth

- Holds nontraditional hours for services and supports to better address the needs of the families in Shelby County

■ How Will Success Be Measured?

The success of YARC will be measured in several ways. As the framework for the Shelby County YARC continues to develop, additional performance measures such as those identified by the Office of Juvenile Justice and Delinquency Prevention may be added.³

1. Reduction in the number of youth entering the juvenile justice system
2. Reduction in number of juvenile court referrals
3. Reduction in number of juveniles who repeat delinquency, status offenses, or criminal acts
4. Reduction in the rate of juvenile disproportionate minority contact
5. Increase in number of juveniles and families connected to community-based services
6. Decrease in the time and cost spent by law enforcement related to juvenile delinquency or status offenses
7. Save time for law enforcement in processing youth committing delinquent acts

■ Models of Juvenile Assessment Centers Around the United States

The Shelby County YARC framework was developed by examining the evidence-based approaches of other juvenile assessment centers throughout the United States and matching those approaches to the demonstrated needs of youth in Shelby County. In addition to on-site visits to other jurisdictions, working group members received technical assistance support from the Center for Coordinated Assistance to States, which is a training and technical assistance center funded by the Office of Juvenile Justice and Delinquency Prevention.⁴

Juvenile assessment centers (JACs) help to fill the void that may be seen in the range of treatments and programs for delinquent youth or those who may be at-risk of engaging in antisocial behaviors. JACs can incorporate numerous services and programs in an economic and cohesive manner by eradicating any unnecessary repetition of efforts from different entities and by increasing accountability of providers, all while strengthening relationships between agencies that have an interest in delinquent and at-risk youth, their families, and the community at large. JACs have the ability to provide youth with a greater array of services, at a reduced cost to operate and with more positive outcomes. JACs typically work with both youth and their families to provide an array of services customized to meet the needs of the individual youth and focused on the achievement of prosocial outcomes. As

³ U. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. (n.d.). *Title II Formula Grants Program Performance Measures*. Retrieved from <https://ojjdppmt.ojp.gov/help/titleII/docs.html>

⁴ More information about this center is available at www.ccastates.org.

mentioned, several visits to existing JACs were taken by key stakeholders. What follows is a brief description of the JACs visited and pertinent information obtained during those visits. For a more detailed description of each center, please see Appendix B.

Miami-Dade County Juvenile Services Department

The Miami-Dade County Juvenile Services Department (JSD) was established in October 1997.⁵

- It serves as a centralized processing, referral, and evaluation center for all juveniles arrested in Miami-Dade County.
- The JSD has served more than 195,000 youth and their families since 1997.
- The center is open 24 hours a day, 7 days a week to accept arrested juveniles.
- This program has reduced juvenile arrests 67% between 1998 and 2012 and has shrunk the juvenile detention population from 300 per day to fewer than 70 per day.

The JSD manages the entire process for arrested juveniles for Miami-Dade County. Representatives from law enforcement, social services, education, and mental health work in a cohesive partnership in order to provide a complete array of services needed in the initial phases of the child's involvement with the criminal justice system. The model allows the community to achieve system and fiscal efficiencies.

Delivery mechanisms include the following:

- The JSD provides intake services, screens for intakes, and triages arrested youth.
- The Diversion Services Continuum offers graduated interventions based on the psychosocial assessment, the age of the youth, the alleged offense and its impact on the victim or community, and the youth's history within the system.
- The Prevention Continuum is used to identify and address the issues of the at-risk population to prevent their entrance into the juvenile justice system using empirically based screening and assessment tools.
- The clinical unit is managed by licensed and master's-level clinicians who provide clinical reviews of assessments conducted by staff. This unit assists in providing appropriate interventions for children in crisis and provides clinical assistance to youth who exhibit severe mental health and substance abuse issues.

Minneapolis Juvenile Supervision Center

The Minnesota Juvenile Supervision Center (JSC) has been in operation since 1995, and a revamped service model was introduced in 2008.⁶

⁵ Miami-Dade County. (2013). *Juvenile assessment center*. Retrieved from <http://www.miamidade.gov/juvenileservices/assistance.asp>

⁶ National League of Cities. (2016). *Minneapolis juvenile supervision*. Retrieved from <http://www.nlc.org/minneapolis-juvenile-supervision>

- This program serves young people 10–17 years old.
- It provides immediate intervention for youth who have been detained for low-level offenses such as truancy and curfew violations.
- Extended case management is offered for up to 6 months.
- The JSC is open 24 hours a day, 7 days a week.
- The JSC has served more than 2,500 youth in 2013 and provided extended case management to 500 youth.
- It is funded by support from Hennepin County, the City of Minneapolis, and the Minneapolis Public Schools District.
- Work done by the center has achieved a 20% recidivism rate, a high rate of school reengagement, and improved school attendance for youth receiving extended services.

As a part of the effort to prevent youth criminalization and victimization more effectively, city, county, and community leaders in Minneapolis collaborated to establish the JSC. Stakeholders in the city identified a gap in programming available to young people charged with low-level offenses and recognized that youth achieve better life outcomes when kept out of juvenile courts and detention facilities. The JSC aims to reduce the number of youth who enter the juvenile justice system by offering a positive alternative to incarceration.

Multi-Agency Resource Center, Calcasieu Parish, Louisiana

The Multi-Agency Resource Center (MARC) in Calcasieu Parish, Louisiana was established in 2011.⁷

- The MARC serves youth between 6 and 17 years old.
- The center provides timely and comprehensive assessments that link youth and families to most appropriate community services.
- The center hosts a nonthreatening, inclusive atmosphere for parents and non-system youth simply looking for information.
- The MARC is open Monday through Saturday, 8:00 a.m. to 11:00 p.m., to meet the needs of the families in Calcasieu Parish.

MARC offers the following benefits for law enforcement:

- Fast custody exchange for law enforcement and the MARC – the goal is 12 minutes or less
- Enhanced assistance in dealing with status offenders
- Reduced recidivism
- A 24-hour help line

⁷ Calcasieu Parish. (n.d.). *M.A.R.C. overview*. Retrieved from <http://www.cppi.net/services/juvenile-justice-services/m-a-r-c/m-a-r-c-overview>

MARC benefits for the community include the following:

- Faster processing times from arrest to intake
- Single entry point, reducing service duplication
- Pooling of resources to save taxpayer dollars
- Evidence-based programming that results in better outcomes for youth
- A data-driven center that can be modified to address community needs

Juvenile Assessment Center, Centennial, Colorado

- The Juvenile Assessment Center (JAC) serves school-aged youth in the communities of Arapahoe, Douglas, Elbert, and Lincoln counties through early intervention, comprehensive assessment, and improved access to appropriate services.⁸
- Services include substance abuse treatment, truancy and academic support, parenting education and support, individual and family counseling, assessment and diagnostic services, after school programming for at-risk youth and short-term respite care.

The goal of the JAC is to serve as a resource to the community concerning youth-related issues and services, and to facilitate better working relationships across agencies serving youth, families, and the community. One of the newest features of the JAC is the Family Resource Center, which provides a welcoming place for young people and their families to go for help with a variety of life's challenges such as school and behavioral issues, family conflict, drug use, juvenile court involvement, housing and financial strain, and more.

■ Goals of the Shelby County Youth Assessment and Resource Center

The goals of the Shelby County YARC are as follows:

1. To divert as many youth as possible, consistent with public safety, from entering or going deeper into the juvenile justice system.
2. To enhance public safety through early intervention, comprehensive assessment, and referral to supportive services and positive strategies tailored to address each youth and family's individual needs.
3. To increase effectiveness in the use of limited community resources through the elimination of duplication of effort and enhanced accountability.
4. To provide a point of entry for justice-involved youth, allowing law enforcement to return to their other duties in a timely manner while ensuring appropriate follow up for youth.

⁸ Juvenile Assessment Center. (n.d.). *About*. Retrieved from <http://jac18.org/>

5. To serve as a resource and facilitate better relationships between law enforcement, agencies serving youth, families, and the community.

■ Who Will Be Served By the Assessment Center?

The Center will serve any young person living in Shelby County, Tennessee, 17 years of age or younger, who has committed a low level to moderate level eligible offense,⁹ is in crisis, has run away from home, or is beyond the control of their parents (with or without an arrest/juvenile summons).

Referral sources include the following (Exhibit 1):

- *Law enforcement program.* Law enforcement officers within Shelby County may bring or refer a youth to the YARC. See pages 8-10 for a description of the referral process.
- *Community assessment program.* Parents, families, and schools may directly contact the center to help them with a child in crisis or conflict instead of contacting law enforcement. Youth may also self-refer for services.

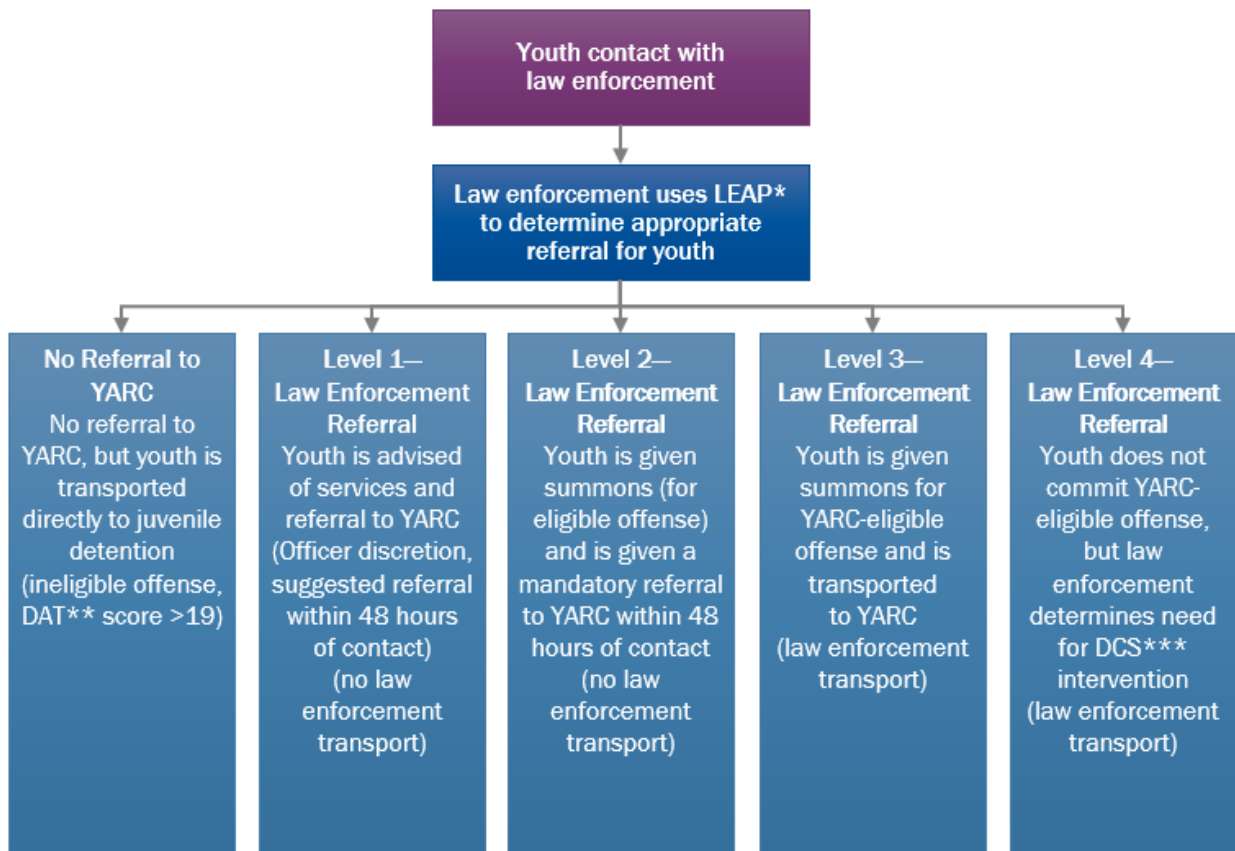
Exhibit 1. Referral Sources to YARC



Referrals to the YARC program by law enforcement occur in several tiered stages. See Exhibit 2 for a detailed explanation.

⁹ Appendix A gives a list of eligible offenses.

Exhibit 2. Law Enforcement Referral Process



*Law Enforcement Assessment Program (LEAP)

**Detention Assessment Tool (DAT)

***Department of Children's Services (DCS)

Exhibit 3 shows the assessment center process for law enforcement referrals.

Exhibit 3. Assessment Center Process

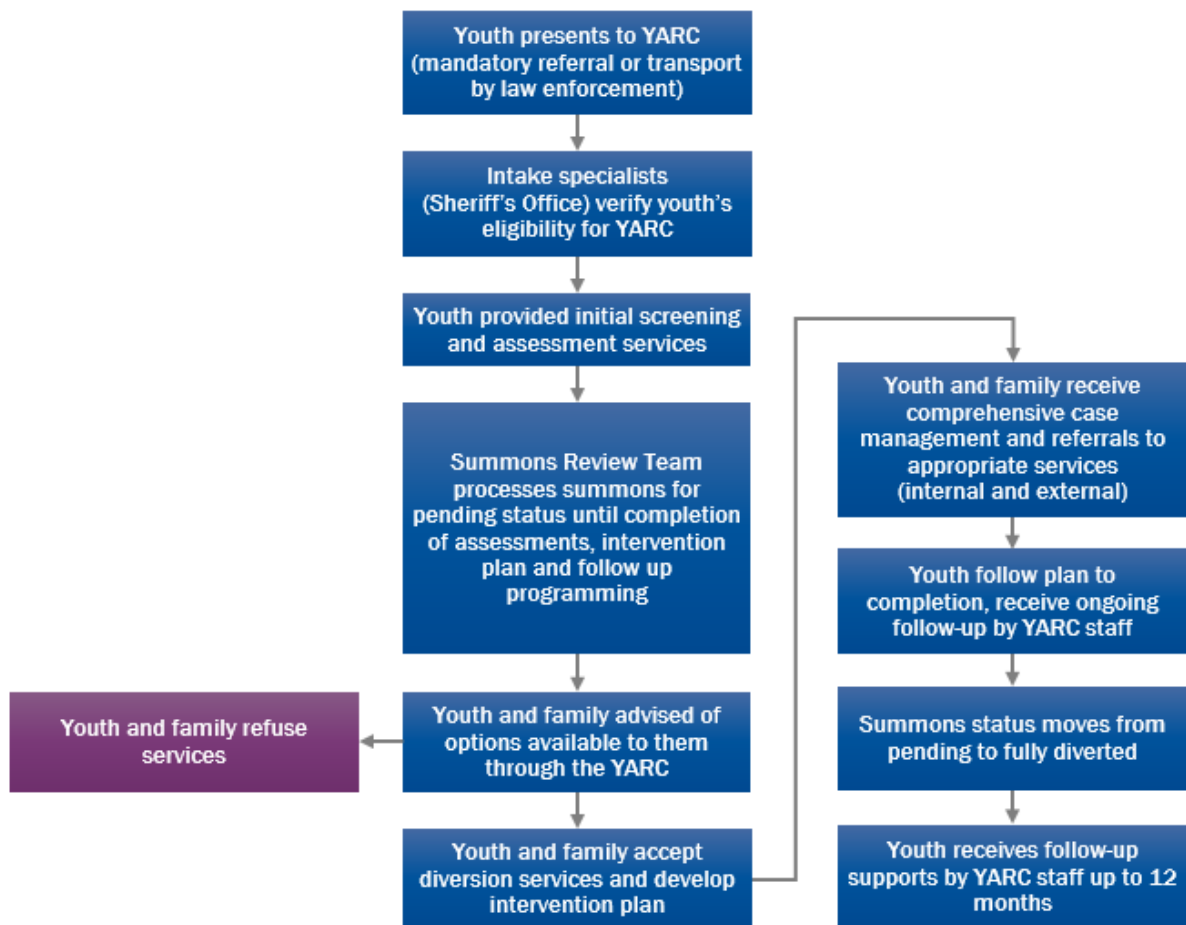
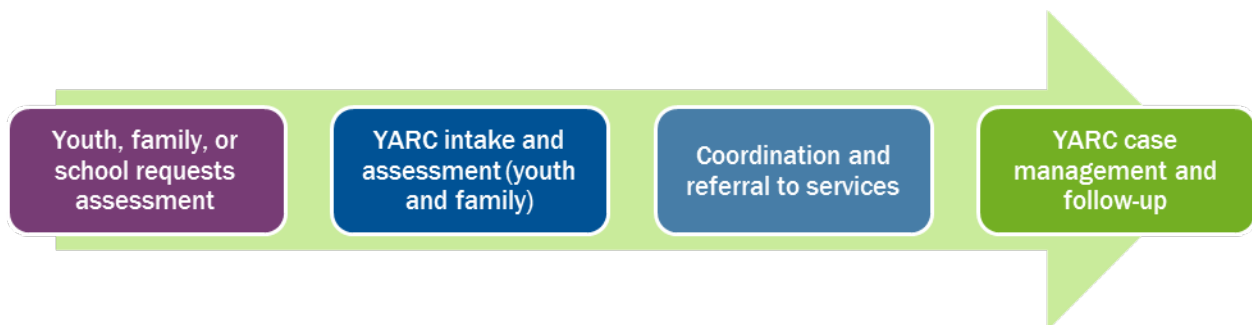


Exhibit 4 shows the assessment center process for community referrals, including those from parents and families, schools and self-referrals of youth.

Exhibit 4. Community Assessment Program



■ Primary Operating Partners of the Assessment Center

Although many organizations and services will need to be involved in the effective delivery of services to youth and their families through the YARC, the organizations listed next will be responsible for ensuring the primary operating infrastructure of the assessment center.

Shelby County Government

The Division of Community Services will provide initial oversight of framework development, coordination of operations and budget, contract management with community partners, oversight of monitoring, and evaluation of implementation and outcomes. The Shelby County Juvenile Court administers and oversees juvenile summons review and diversion, and referrals for court-involved youth. The Shelby County Sheriff's Office will serve as the liaison for determination of YARC eligibility for youth referred to center through law enforcement contact.

University of Tennessee Health Sciences Center

The Center for Health in Justice-Involved Youth will provide administration and oversight of the Community Assessment Program, including the delivery of trauma-informed assessment and services for youth and families.

Department of Children's Services

This department is responsible for youth younger than 11, runaways (in state), youth who are sex-trafficked, and youth who have been abandoned by parents and guardians.

University of Memphis Public Safety Institute

This organization will be responsible for evaluation and outcome measurements of services delivered through YARC.

■ Staffing, Facilities and Hours of Operation

Staffing

While no formal organizational structure for staffing for the assessment center can be established at this point, there are several key positions that have been identified as foundational for operations (see Exhibit 5).

Exhibit 5. Key Staff Positions



Facilities

The University of Tennessee Health Science Center will explore the feasibility of providing facilities for the Shelby County YARC, as it could be co-located with the overall Center for Health in Justice Involved Youth on the University of Tennessee Health Science Center campus. This location is ideal for accessibility for youth and families, as well as law enforcement and community partners that will be essential to operation of the assessment center.

One of the most significant factors in determining location for the assessment center was the principle that while delinquent acts and law enforcement referrals will likely account for the majority of youth served, the YARC is not a part of the court system. One of the major goals of the assessment center is to divert youth before any court record is ever established. For that reason, there was consensus that the location for the assessment center cannot be in the Juvenile Court building. The physical location outside of the Juvenile Court building on Adams will be essential to both reality and perception of this assessment center not being “an extension of the court and detention.”

Hours of Operation

The Shelby County YARC will be available 24 hours per day, 7 days a week, 365 days a year as referral resource for law enforcement and families. If it is not feasible in the initial stages to have the center open 24/7, the trends in volume of juvenile contacts during the past year (or other defined period of time) should be used to determine times that center should be open. If a youth is picked up at a time that the assessment center is not open, then the youth will be given a time to report to the assessment center within 72 hours of law enforcement contact. The hours selected for operation must be in line with accessibility of parents and families to access services at times that are not regular business hours.

■ Key Features of the Assessment Center

Diversion of charges for assessment center eligible offenses, with no resulting court involvement or juvenile record. This voluntary program will allow the assessment center to keep most youth with these offenses from entering the court and juvenile justice system.

The goals of this feature of the assessment center are to:

- reduce the likelihood of initial or further involvement in the juvenile justice system,
- reduce the load on the juvenile justice and judicial systems,
- identify early indicators that increase the risk of youth developing into serious habitual offenders,
- document quantifiable service needs to assist decision makers in providing funding for appropriate treatment programs and the expansion of necessary services, and
- facilitate the avoidance of a juvenile record upon successful completion of the diversion program.

This feature of the YARC will necessitate the expansion of Summons Review Pilot (staff and hours of availability) with juvenile court staff to be based onsite, with ongoing review of summons.¹⁰

Mental health and trauma assessments for youth and families will be administered that evaluate the ways in which a youth's (and entire family) functioning might have been affected by the experience of trauma. A high percentage of youth (65% to 70%) involved with the juvenile justice system have a diagnosable mental health disorder, and nearly 30% of those experience severe mental health disorders. In addition, many youth in the juvenile justice system have a history of trauma, emotional issues, and behavioral problems.¹¹

Individualized assessment of history and needs for youth and families, including drug and alcohol use, mental health issues, educational needs, family history, school functioning, law enforcement contact, and peer relationships will be conducted. Assistance will be provided as needed for youth and families to connection with basic needs and services, including long-term shelter, utilities, food, medical care, and transportation.

Individualized intervention plans for youth and families reflective of assessment, and responsive to youth and family preferences as well as personal or cultural characteristics (e.g., age, gender, race/ethnicity, language, sexual orientation, intellectual ability, and community and socioeconomic resources) will be developed.

Various co-located community-based services will be available on-site for timely and convenient referrals for needed services for youth and family.

¹⁰ More information about the summons review can be found at <http://www.wmactionnews5.com/story/35730302/shelby-co-initiative-steers-kids-away-from-juvenile-court>.

¹¹ For more information about U.S. youth involved in the juvenile justice system, please see <https://youth.gov/>.

Peer supports through youth and family support specialists will be available to assist and follow up with youth and families as they navigate through services.

Youth mentor opportunities will be available for individuals to encourage and support youth and families through plans and enhance community engagement and involvement in the assessment center.

Specialized reentry services for youth will be available for transitioning from detention and/or residential placement programs. Currently, there is no formal youth reentry service delivery system for youth and families in Shelby County. The creation of some system, even if initially minimal within the assessment center, supports the goal of trying to keep these youth from reengagement with the juvenile justice system after release.

■ Funding

The major aspects of necessary funding for the assessment center, both initially and over time, can be broken down into the following components:

Initial Capital Costs

- Facility purchase, lease, or rental
- Facility remodeling and upgrades

Salaries

- Assessment center leadership
- Mental health professionals (psychiatrists, clinical social workers)
- Case managers
- Peer counselors

Operating and Maintenance

- Facility maintenance
- Subcontracts with community partners
- Evaluation

Although there is already discussion around the reallocation of staff and resources from key partners to establish parts of the initial operations of the assessment center, it is understood that funding will need to be maintained from several sustainable sources to provide efficient and effective services for youth and families. Some of the likely funding sources being explored include the following:

- County and city direct budget allocations – justification for allocations will be based on the money and time saved to law enforcement and the juvenile justice system through early identification and intervention for youth offenders.

- A “Pay For Success” model of performance-based contracting and social innovation financing may be developed for some assessment center operations.
- The center will seek federal, state, and private grant funding.
- A mechanism to receive private donations for operating expenses will be established, similar to the systems established by Shelby County Drug Court and Shelby County Veterans Court.

■ Important Potential Considerations for YARC

The following issues will need to be considered for the YARC.

- **Juvenile Detention Alternatives Initiative (JDAI):** How does this work align with current JDAI work? How can current staff be used to handle some of the planning and development of the JAC?
- **Shared governance:** The structure of YARC will include some element of community planning and shared governance to ensure transparency. Perhaps the Juvenile Justice Board can be reimagined and allow the group some input and oversight responsibilities.
- **Youth advisory group:** How will the youth voice be formally integrated into ongoing planning and implementation of the assessment center?
- **Respite care for youth:** Could this space also include some respite housing for youth who need a cooling-off period, runaways, or those who are awaiting DCS placement? There seems to be a gap in service for youth and YARC could leverage funding for this purpose. Would this be considered too much of a drift from the current mission?
- **Disproportionate minority contact (DMC):** Are there any other implications of this center with the issues of disproportionate minority contact, due process, or equal protection that need to be considered before designing this center? Are there any potential unintended consequences or unexpected adverse impacts by the presence of the assessment center?
- **Community input and engagement:** What are some ways to ensure community input into the planning and operation of the center, as well as ensure ongoing citizen involvement (i.e. mentoring programs)?
- **Shelby County Schools School House Adjustment Program Enterprise (SHAPE) program:** Shelby County could coordinate YARC services with the SHAPE program, specifically for those schools that do not offer the SHAPE program in house. This partnership might encourage more schools to voluntarily sign up for SHAPE as there is an additional built-in referral source for the students and their families with the assessment center. (In fiscal year 2015–16, SHAPE received referrals for 389 students from 21 schools.)

■ Next Steps in Planning and Implementation

To secure implementation of YARC, the following steps must be taken next:

- Develop of YARC intake and screening tool
- Expand LEAP with instructions for additional access point of the assessment center
- Implement legal authority or official policy change of law enforcement to bring youth with a summons to the assessment center site
- Identify a site for YARC operations
- Identify and hire YARC leadership during planning
- Secure commitment of reallocation of staff and resources from Shelby County government offices (including Juvenile Court Children's Bureau, Probation and Evaluation, and Referral)
- Initiate on-site staffing of DCS for youth who are in need of DCS intervention
- Hold discussion with the District Attorney and Public Defender Offices to consider other legal concerns
- Achieve further clarification of roles and responsibilities of key operating partners and community-based organizations that will be on-site within the assessment center
- Schedule community input opportunities for framework between October and December
- Establish new moniker for the YARC

■ Frequently Asked Questions and Explanation of Terms

What happens to the summons if a youth or family do not want to receive the services of the Youth Assessment and Resource Center (YARC)?

Participation in the Youth Assessment and Resource Center is voluntary. If a youth or family decide that they do not want to participate, the summons process will proceed as it normally would through the juvenile court system.

How will the assessment center impact disproportionate minority contact (DMC) if it is not a part of the juvenile court and detention system?

While the existence of the assessment center will not necessarily impact disproportionate minority contact with law enforcement, it will divert those children that would have been referred to court to community based services instead. Disproportionate minority impact will decrease at the court point of contact and beyond.

Can a youth and family receive services from YARC without a law enforcement referral?

Yes. A parent can seek services for his or her child or youth can self-refer for appropriate assessment and services through the assessment center.

How will be my child's juvenile record be impacted by participation in the YARC?

Participation in the YARC will not be a part of any juvenile record that is kept through the court system. There will be an internal case management database for the center, but it will not be a part of any larger court database system.

How many times can a youth receive services from YARC?

A youth can receive services as many times as needed and as appropriate and consistent with public safety.

Detention assessment tool (DAT): A basic tool used in the risk screening process for youth offenders. The risk instrument is a written checklist of criteria that are applied to rate each category for specific detention-related risks. The overall risk score is used to guide the intake officer in making the critical decision whether to detain or release an arrested youth.

Disproportionate Minority Contact (DMC): A term that refers to the disproportionate number of minority youth who come into contact with the juvenile justice system. Section 223(a)(22) of the Juvenile Justice and Delinquency Prevention Act of 2002 broadened the scope of DMC from "disproportionate minority confinement" to "disproportionate minority contact," requiring an examination of potential disproportionate representation from secure detention and confinement to all decision points within the juvenile justice continuum and implementation of data-based prevention and system improvement strategies to reduce identified disproportionality.

Juvenile Detention Alternatives Initiative (JDAI): Memphis' success in reducing the number of youth in detention earned the City a coveted partnership with the Annie E. Casey Foundation (AECF) in June 2011. Memphis is one of the largest urban Courts in the U.S. and the first in Tennessee selected by AECF as a JDAI Site. The AECF has JDAI sites in approximately 300 counties and 40 states across America focusing on education, counseling, rehabilitation, and therapy. The Foundation's juvenile justice reform agenda is designed to improve the odds that delinquent youth make successful transitions to adulthood.

Juvenile Summons Program: This program allows law enforcement officers to issue juvenile summonses in lieu of physical arrest on designated offenses.

School House Adjustment Program Enterprise (SHAPE): Legacy Memphis City Schools originally awarded grant funds in 2007 for a DMC Pilot to develop & implement an informal adjustment program. Grant funds ended in 2011 and program sustained Shelby County Schools. SHAPE provides immediate intervention with students who commit minor offenses & provides alternatives from transporting to Juvenile Court. Coordinators at target schools assign dispositional alternatives such as community service, restitution, and/or counseling.

Summons Review Team: An Initiative in which a team from Juvenile Court tracks information to assess which youth are receiving summons, for what offenses, whether the summons is appropriately being issued, and whether trends exist that need to be addressed with law enforcement. The SRT initiative was fully implemented in the fall of 2016.

Law Enforcement Assessment Phone-In (LEAP) Pilot Program: LEAP was created in 2013 to pilot a project to reduce the number of youth transported to Juvenile Court who do not pose a danger to themselves or the community. LEAP allows law enforcement to phone in information about a youth taken into custody to determine whether they may be issued a Juvenile Summons in lieu of transport. Local law enforcement calls Detention Services 24/7 to determine if the youth meets criteria for discretionary transport. The detention assessment tool may be given telephonically. LEAP incorporates elements of the OJJDP Model Program, Diversion and the Annie E. Casey Foundation's, JDAI.

Pay for Success (PFS): A form of performance-based contracting that raises the bar on traditional government contracts by driving resources toward better, more effective programs. Performance-based contracting includes a clear set of objectives and indicators; systematic efforts to collect data and rigorous evaluation to link performance to outcomes; and consequences, either rewards or sanctions for the contractor, that are based on performance.

This form of social innovation financing is money leveraged from private investors that is used in pay for success programs to fund the projects to bridge the timing gap between government payments and the upfront capital needs to implement an intervention.

■ Appendix A.

List of Eligible Offenses for Assessment Center and List of Offenses Not Eligible for Assessment Center

In this appendix, Table A1 shows the list of offenses that are eligible for referral by law enforcement to the Youth Assessment and Resource Center. Table A2 lists those offenses that are not eligible for support from the Youth Assessment and Resource Center.

Table A1. Offenses Eligible for Referral to Youth Assessment and Resource Center

Offense Category	Offense Name	Penal Code	Level
Arson		39-14-301	C/B Felony
	Aggravated arson	39-14-302	A Felony
	Setting fire to personal property or land	39-14-303	E Felony
Assault		39-13-101	A/B Misdemeanor
	Domestic violence assault (no weapon involved)	39-13-111	A Misdemeanor
Burglary		39-14-402	
	Aggravated burglary	39-14-403	C Felony
	Burglary of building	39-14-402	D Felony
	Burglary of motor vehicle	39-14-402	E Felony
Coercion of witness		39-16-507	D Felony
Criminal impersonation		39-16-301	B Misdemeanor
Criminal trespass		39-14-405	C Misdemeanor
	Aggravated criminal trespass	39-14-406	A/B Misdemeanor
Cruelty to animals		39-14-202	A Misdemeanor/ E Felony
	Aggravated cruelty to animals	39-14-212	E Felony
Disorderly conduct		39-17-305	C Misdemeanor
Driving while impaired		55-10-401	A Misdemeanor
Driving while license suspended or revoked			
Escape		39-16-605	A Misdemeanor/ E Felony
Evading arrest		39-16-603	A Misdemeanor/ E/D Felony
Extortion		39-14-112	D Felony
False imprisonment		39-13-302	A Misdemeanor
False reports		39-16-502	C/D Felony
Forgery		39-14-114	Same as Theft / No less than E Felony

Offense Category	Offense Name	Penal Code	Level
Gambling		39-17-502	C Misdemeanor
Harassment		39-17-308	A Misdemeanor/ E Felony
Identity theft		39-14-150	D/C Felony
Illegal possession or fraudulent use of credit cards		39-14-118	Same as Theft/ A Misdemeanor
Minor possession of tobacco		39-17-1505	Fine and Community Service
No driver's license			
Possession of drug paraphernalia		39-17-425	A Misdemeanor/ E Felony
Reckless driving			
Reckless endangerment (misdemeanor)		39-13-103	A Misdemeanor
Resisting arrest		39-16-602	
Retaliation for past action			
Riot		39-17-303	
	Inciting a riot	39-17-304	
Robbery		39-13-401	
Stalking		39-17-315	
	Aggravated stalking	39-17-315	
	Especially aggravated stalking	39-17-315	
Tampering with or fabricating evidence		39-16-503	C Felony
Theft of property		39-14-103	A Misdemeanor/ E through B Felony
Unauthorized use of motor vehicle—joyriding		39-14-106	A Misdemeanor
Unlawful possession of controlled substance		39-17-418	A Misdemeanor
	Possession without lawful prescription (legend drug)	53-10-105	C Misdemeanor
	Unlawful possession of controlled substance with intent	39-17-417	E through B Felony
Carrying weapons on school property		39-17-1309	E Felony
Vandalism		39-14-408	Same as Theft
Violation of financial responsibility law			
Violation of probation			

Table A2. Offenses Not Accepted for Law Enforcement Referral to Youth Assessment and Resource Center

Offense Category	Offense Name	Penal Code	Level
Aggravated assault		39-13-102	C/D Felony
Aggravated robbery		39-13-402	
	Especially aggravated robbery	39-13-403	
Carjacking		39-13-404	
Kidnapping		39-13-303	
	Aggravated kidnapping	39-13-304	
	Especially aggravated kidnapping	39-13-305	
Murder			
	Murder 1		
	Murder 2		
Prohibited weapon (possession of)		39-17-1302	A Misdemeanor/ E/C/B Felony
Rape		39-13-504	
	Aggravated rape	39-13-502	
	Rape of a child	39-13-522	
	Aggravated rape of child	39-13-531	
Reckless endangerment (with weapon) (felony)		39-13-103	E/D/C Felony
Sexual battery		39-13-505	
	Aggravated sexual battery	39-13-504	
Sexual exploitation			
	Aggravated sexual exploitation		
	Especially aggravated sexual exploitation		
Sex trafficking			
Statutory rape		39-13-506	
Unlawful carrying or possession of weapon		39-17-1307	A/B/C Misdemeanor/ E Felony
Violation of sex offender registration			

■ Appendix B. Model Juvenile Assessment Centers

This appendix highlights several model juvenile assessment centers from across the United States.

Miami-Dade County Juvenile Assessment Center

Since it first opened in October 1997, the Miami-Dade Juvenile Assessment Center¹² has served as a centralized processing, referral, and evaluation center for all juveniles arrested in Miami-Dade County serving over 130,000 youth and their families. The center allows representatives from law enforcement, social services, education, and mental health to work in a cohesive partnership in order to provide a complete array of services needed in the initial phases of the child's involvement with the criminal justice system.

The Juvenile Assessment Center is open 24 hours a day, 7 days a week to accept arrested juveniles.

The JAC is charged with managing the entire process for arrested juveniles for Miami-Dade County. This includes providing the infrastructure for all juvenile justice stakeholders to comply with their respective mandates and to perform their respective duties, providing daily coordination for juvenile justice system compliance between stakeholders, processing 100% of the arrested juvenile population brought to the JAC according to law, utilizing JAC data systems to organize the arrest population, and applying best practices to strategically reduce the number of children processed at the JAC. The JAC must process arrested juveniles in strict compliance with requirements mandated by Florida State Statutes.

The JAC allows representatives from law enforcement and social services to work together under one roof to provide a complete range of services and programs at the initial stages of the juvenile's involvement with the juvenile justice system. This has proven to be an efficient model of processing that has allowed the community to achieve system and fiscal efficiencies. The delivery mechanism used to provide JAC services and programs is achieved through four components: the intake and screening component, the diversion services continuum, the prevention continuum, and the clinical unit.

The intake and screening component is responsible for the intake and triaging of arrested youth delivered to the JAC for screening and intake processing. The diversion services continuum offers graduated interventions based on the psychosocial assessment, the age of the youth, the alleged offense and its impact on the victim or community, and the youth's history within the system. The prevention continuum was developed to identify and address the issues of the at-risk population to prevent their entrance into the juvenile justice system through the use of empirically based screening and assessment tools designed and administered in an appropriate manner. The clinical unit is managed by licensed and master's-level clinicians who provide clinical reviews for assessments conducted by staff. This unit assists in providing appropriate

¹² For more information about the Miami-Dade Juvenile Assessment Center, see <http://www.miamidade.gov/juvenileservices/assistance.asp>.

interventions for children in crisis and provides clinical assistance when dealing with youth who exhibit severe mental health and substance abuse issues.

Minneapolis Juvenile Supervision Center

As a part of the effort to prevent youth criminalization and victimization more effectively, city, county, and community leaders in Minneapolis collaborated to establish the Juvenile Supervision Center (JSC).¹³ Stakeholders in the city identified a gap in programming available to young people charged with low-level offenses and recognized that youth achieve better life outcomes when kept out of juvenile courts and detention facilities. The JSC aims to reduce the number of youth who enter the juvenile justice system by offering a positive alternative to incarceration.

The JSC receives youth 24 hours a day, 7 days a week. The center provides immediate intervention for youth who have been picked up for low-level offenses, specifically truancy and curfew violations, by law enforcement in Hennepin County. After police drop youth off at the JSC, agency staff complete risk and needs assessments, refer the youth to services, and provide extended case management for up to 6 months as needed. Youth who engage with the center may also receive assistance with parental and guardian involvement. The JSC serves young people aged 10–17 and is located in Minneapolis City Hall. Although the center has been operating since 1995, this revamped service model was introduced in 2008.

A memorandum of understanding (MOU) across the city, Hennepin County, and the local school district governs shared funding, oversight, and access for youth to the JSC. The JSC's team includes a representative from the mayor's office, neighborhood services, and the police department. Together these stakeholders oversee the ongoing development of the center's strategic plan, establish and revise guidelines, conduct an annual review, and issue a report. They also design promotional plans and materials to maximize community support of the center. The JSC contracts with The Link, a local nonprofit agency, to run day-to-day operations.

The JSC is funded by support from Hennepin County, the City of Minneapolis, and the Minneapolis Public Schools District. The center required \$250,000 initial capital funds and has an annual operating cost of \$750,000. County, city, and schools each pay \$95,000 to fund basic services, and Hennepin County pays an additional \$465,000 for 24/7 operation, follow-up case management, and mental health services.

The JSC served over 2,500 youth in 2013 and provided extended case management to 500 youth. Youth receiving extended services demonstrated a low recidivism rate (20% percent), a high rate of school reengagement, and improved school attendance.

¹³ To learn more about the Juvenile Supervision Center in Minneapolis, see <http://www.nlc.org/minneapolis-juvenile-supervision>.

Multi Agency Resource Center, Calcasieu Parish, Louisiana

The mission of the Multi-Agency Resource Center (M.A.R.C.)¹⁴ is to use evidence-based screenings and referrals to divert at-risk youth from the juvenile justice system into appropriate and meaningful services when necessary that will lead to better outcomes for youth and their families.

M.A.R.C. is a single entry point and coordinated approach to youth services that assists local systems of care in managing community resources efficiently and effectively in Calcasieu Parish. The M.A.R.C. also provides a nonthreatening, inclusive atmosphere for those parents and/or non-system youth who are looking for information. The M.A.R.C. assists families with crisis intervention and will assist them in identifying solution focused services that divert the youth, when possible, from formal case processing by the justice system.

M.A.R.C. allows area agencies and organizations to provide services, and referral to these services, currently available to area juveniles in the community, all under one roof. The facility and overall project is a collaborative effort with the Calcasieu Parish Police Jury and the Calcasieu Parish Children and Youth Planning Board. The pooling of resources in the M.A.R.C. facility does not introduce new programs or services. Rather, it reduces the length of time a juvenile must wait to have access to current community services from several weeks to a matter of hours. For juveniles involved in criminal activity, M.A.R.C. features a secure intake area staffed by M.A.R.C. personnel, which will also decrease the time a law enforcement officer spends holding custody over the subject.

Once at M.A.R.C., each juvenile's needs are addressed and determined based on data collected from an assessment process of testing and interviews. Information collected through this process assists staff in identifying the best approach to take with the juvenile. M.A.R.C.'s process also makes every attempt to direct juveniles away from the juvenile justice system whenever possible, resulting in more productive outcomes for the youth and their families.

M.A.R.C. is supported through a grant made possible by the John D. and Catherine T. MacArthur Foundation's Louisiana Models for Change.¹⁵ M.A.R.C. services coordinate with the 14th Judicial District Court's Family and Juvenile Court Division, the Calcasieu Parish School Board, the Calcasieu Parish District Attorney's Office, the Calcasieu Parish Public Defenders' Office, local law enforcement, and others.

Juvenile Assessment Center (Centennial, Colorado)

The Juvenile Assessment Center provides a coordinated site that contributes to the safety of youth, families, and the community through early intervention, comprehensive assessment,

¹⁴ Visit the M.A.R.C. website to learn more: <http://www.cppj.net/services/juvenile-justice-services/m-a-r-c/m-a-r-c-overview>.

¹⁵ Louisiana Models for Change, July 1, 2011 letter from Debra DePrato, Project Director, to Director Bolin, <http://www.cppj.net/home/showdocument?id=1818>.

and improved access to appropriate individualized care and services in Arapahoe, Douglas, Elbert, and Lincoln counties in Colorado.¹⁶

The services of the Juvenile Assessment Center include the Community Assessment Program (CAP), which provides early intervention screening and assessment services to school-aged youth identified for concerning behavior, and the law enforcement program, which provides Intake and assessment of young people identified by law enforcement officers for behavior or delinquency matters.

One of the newest features of the Juvenile Assessment Center is the Family Resource Center. The Family Resource Pavilion is a warm and welcoming place for young people and their families to go for help with a variety of life's challenges such as school and behavioral issues, family conflict, drug use, juvenile court involvement, housing, financial strain, and more.

Services available include substance abuse treatment, truancy and academic support, parenting education and support, individual and family counseling, assessment and diagnostic services, afterschool programming for at-risk youth, and short-term respite care.

¹⁶ For more information about the JAC in Centennial, Colorado, please visit <http://jac18.org/>.



FOR MORE INFORMATION

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